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FEMA PUBLIC ASSISTANCE

DEBRIS MANAGEMENT PLANNING &
THE DEBRIS MANAGEMENT PLAN
AND

PUBLIC ASSISTANCE PILOT PROGRAM



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Course Overview

- **Debris Management Planning**
 - What is debris
 - Sources
 - Types
 - Debris Activities
 - Debris Issues
- **The Debris Management Plan – Components**
- **The PA Pilot Program**
 - Four Procedures
 - Debris Plan Review
- **Additional Information**



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Debris, (deh bree') n. [MF debrie, L debrare]: residue from a disaster which would normally have little or no value, but upon a presidential declaration, will cost a great deal of money.



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Debris

- Usually the largest component of FEMA Disaster Public Assistance (more than 75% of PA cost or \$156 Mil for Isabel in VA)
- Requires experienced & knowledgeable personnel to guide initial planning.
- Requires a team effort.



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Sources:

Hurricanes

Wildfires

Floods

Earthquakes

Tornadoes

Ice Storms

Tornadoes





Hurricane Katrina - LA



Hurricane Isabel - VA

2003 11 8



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Hazardous Material

Hurricane Katrina - LA





Hurricane Floyd 1999





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Debris Activities

- Debris Clearance - Move debris off roadway surface.
- Debris Removal - Load, haul, reduce, and dispose. Reduction / staging sites key to scoping the mission. Includes reporting & tracking. Units reported in cubic yards or tons (documentation of quantity required by FEMA).



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Debris Issues

- Who is responsible?
- Is there a back-up agency responsible?
- What are the State/local agency roles & responsibilities?
- Is available equipment adequate to clear debris from critical access routes?



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....Debris Issues

What are we dealing with?

- Type of Event?
- Type of Debris?
- Contaminants?
- Quantities?
- Evidence?



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....Debris Issues

- Typical Hurricane Debris Make-up
 - 30% clean woody debris
 - 70% mixed Construction & Demolition (C&D)
 - 42% recyclable if sorted
 - 5% soil
 - 18% metals
 - 38% landfilled
- Curbside Collection Requirements - Segregation



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....Debris Issues

- Haul Routes?
- Haul distance?
- Where is the final disposal?



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...Debris Issues

Debris Staging & Reduction Sites

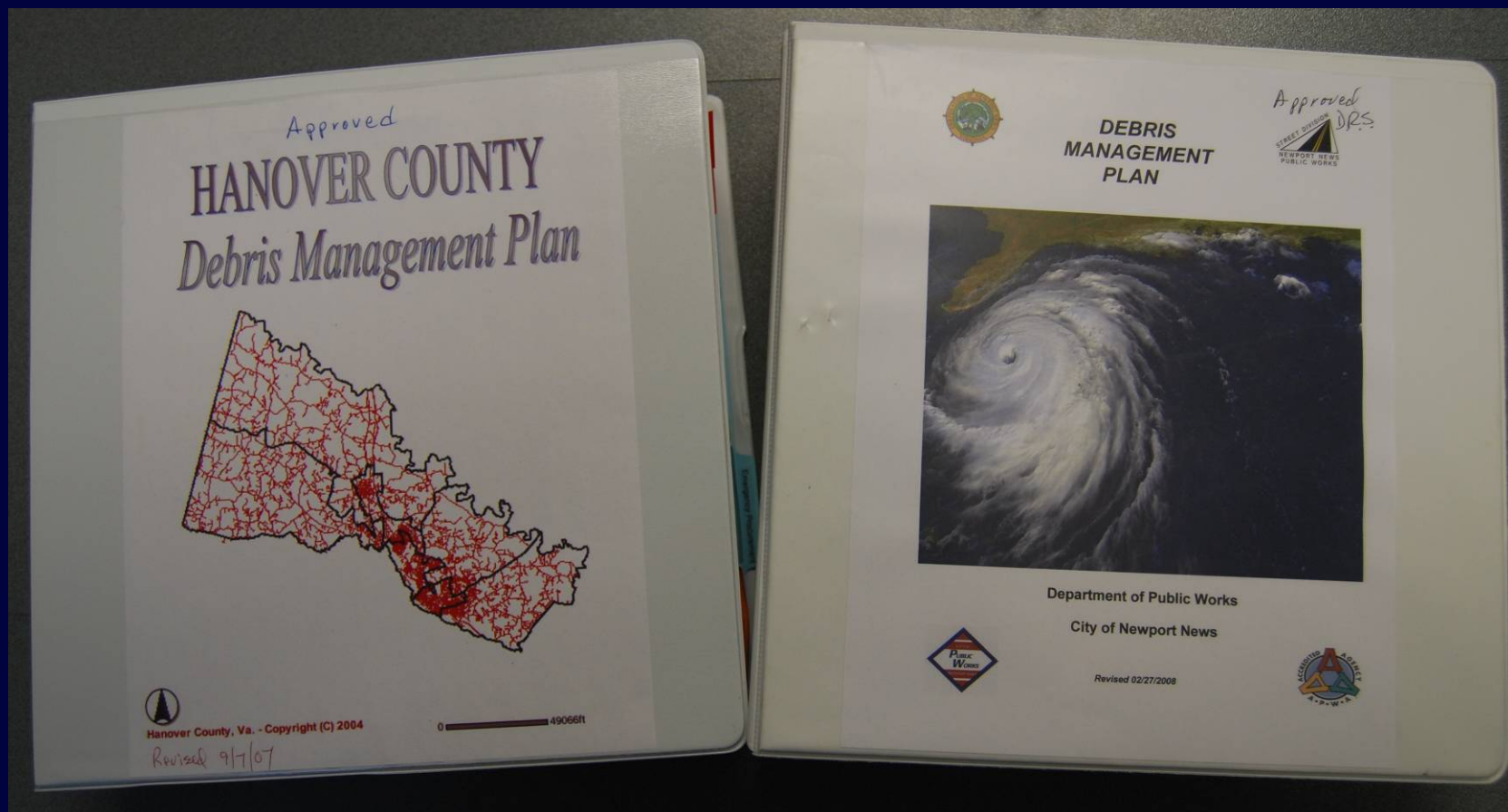
- Public land is preferable
- Identify ahead of time
- Target 50 - 200-acre tracts
- Leasing possible w/FEMA approval



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Where to start???

A Debris Management Plan





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DEBRIS MANAGEMENT PLAN

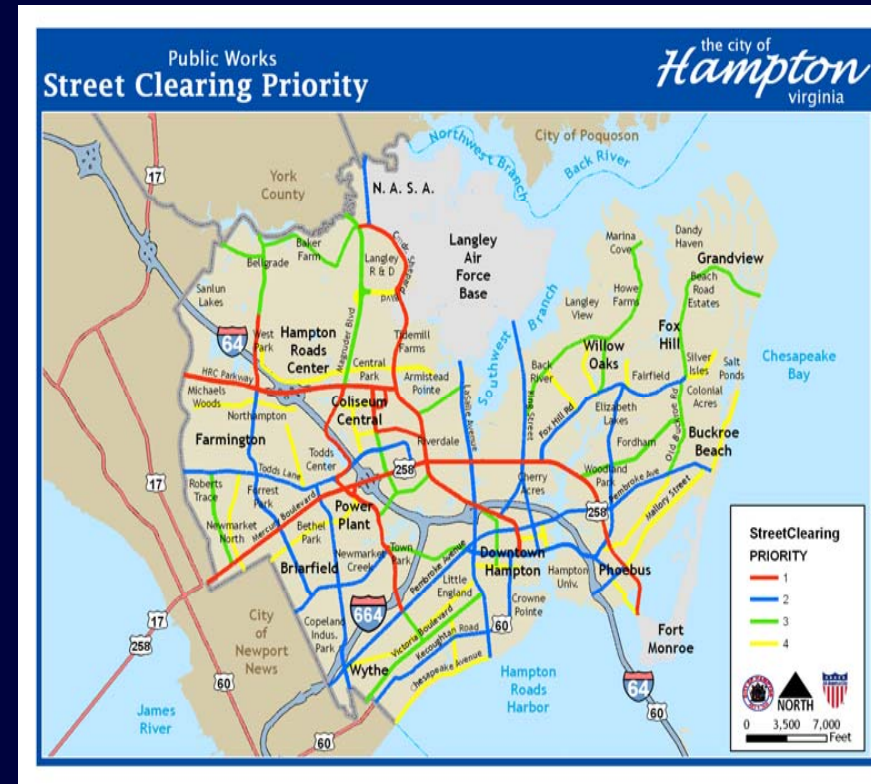
- Establishes procedures and guidelines for managing disaster debris in a coordinated, environmentally responsible, and cost effective manner
- Expedites response & recovery activities
- Ensures effective use of resources
- Ensures efficient management of costs
- Mitigates impacts to humans and environment
- Returns community back to normalcy quicker



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DEBRIS CLEARANCE PRIORITIES

- Response
 - Establish access to disaster impact area
 - Based on critical facilities and associated transportation routes
 - Remove debris obstructing access to critical facilities and posing immediate threat to public health and safety
 - Provides significant psychological boost to impacted communities





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DEBRIS REMOVAL PRIORITIES

- Recovery
 - Remove debris from residential neighborhoods and public areas
 - Performed after response priorities have been accomplished





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TEAM STRUCTURE

- Facilitates
Coordination/Execution of
Plan
- Includes support from a
variety of internal
departments as well as
external agencies



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Roles and Responsibilities

- Command and Control
 - Major decisions
 - Coordinates overall response
- Administration
 - Funding/Accounting
 - Collects/maintains documentation regarding resources utilized (e.g., personnel, supplies, equipment, contract services etc.)
- Contract Procurement
 - Preparation of bid solicitations, evaluation of bids and negotiation of contract agreements
 - Change Orders/Amendments



FEMA Roles and Responsibilities

- Legal
 - Contract Review
 - Right of Entry/Hold Harmless Agreements
 - Leasing
 - Claims
- Operations
 - Contract Supervision/Coordination
 - Project Management
 - Sector Management
 - Reduction Site Management



FEMA Roles and Responsibilities

- Engineering and Planning
 - Technical Support
 - Debris Quantity/Cost Estimates
 - Supports development of contract Scopes of Work
 - Plans/Permits
- Public Information
 - Strategy
 - Press Releases
 - Public Notices/Information
 - Media Coordination



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Debris

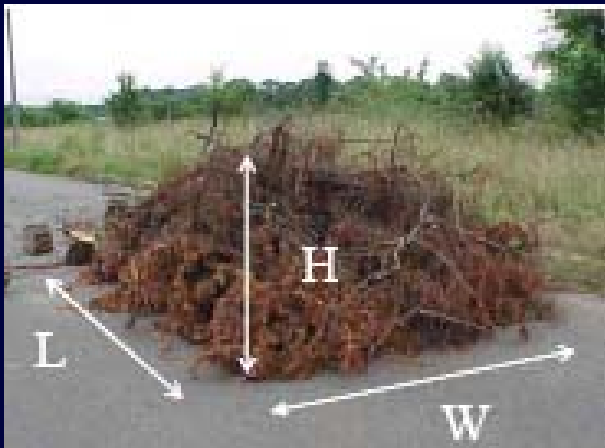
- Quantity and type of debris will be function of:
 - Type of event
 - Magnitude, intensity and duration
 - Location



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Estimating Debris Quantity

- Historical Data
- USACE Debris Projection Model - Projections
- Neighboring/Similar Jurisdictions
- Virginia Department of Forestry Debris Estimating Technique for Urban Environments
- Consultants / Private Vendors





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Resource Inventory/ Needs Assessment

- Evaluate existing resources/capabilities in context of projected/estimated quantities
 - Force Account/temporary labor
 - Contract Services
 - Mutual Aid
 - Volunteer Organizations
 - Technical Resources
 - Supplies/Equipment
 - Recycling/disposal capacity
 - Regional, state resources



FEMA Debris Collection Methods

- Curbside
- Community Drop-Off Bins or sites
- Collection of Segregated Waste at curbside or designated areas
 - Household Haz. Waste
 - White Goods
 - Electronic Waste
 - Vegetative
 - C & D



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Collection Schedule

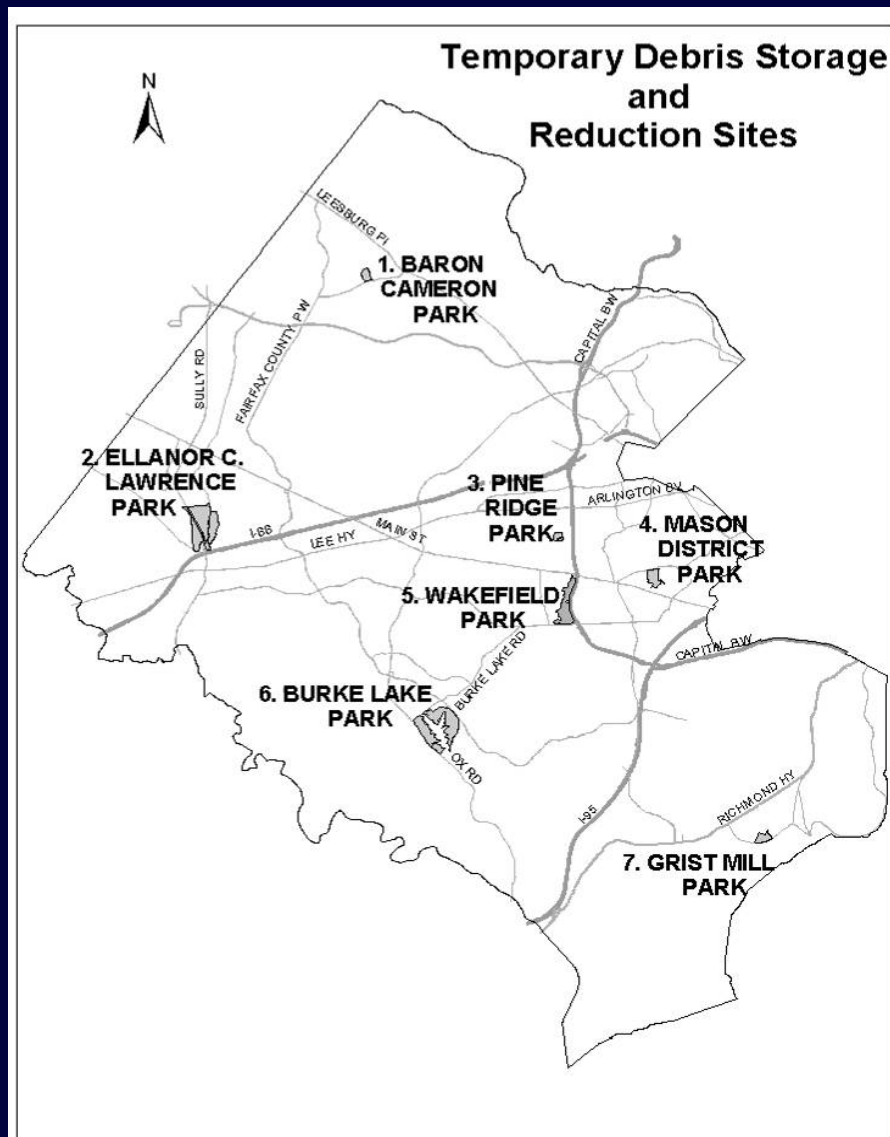
- Number of passes
- Schedule of passes
- Integrate Recycling considerations into schedule
 - Types
 - Collection Approach
 - End use specifications
 - Markets



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Temporary Debris Storage and Reduction Sites

- Locations
- Ownership: Public/ Private
- Size/topography
- Transportation - good ingress/egress
- Environmental Req.
- Permits
 - Entrance
 - Land Use
 - Freon
 - E&S
 - Burning
- Establish baseline to document pre-existing conditions



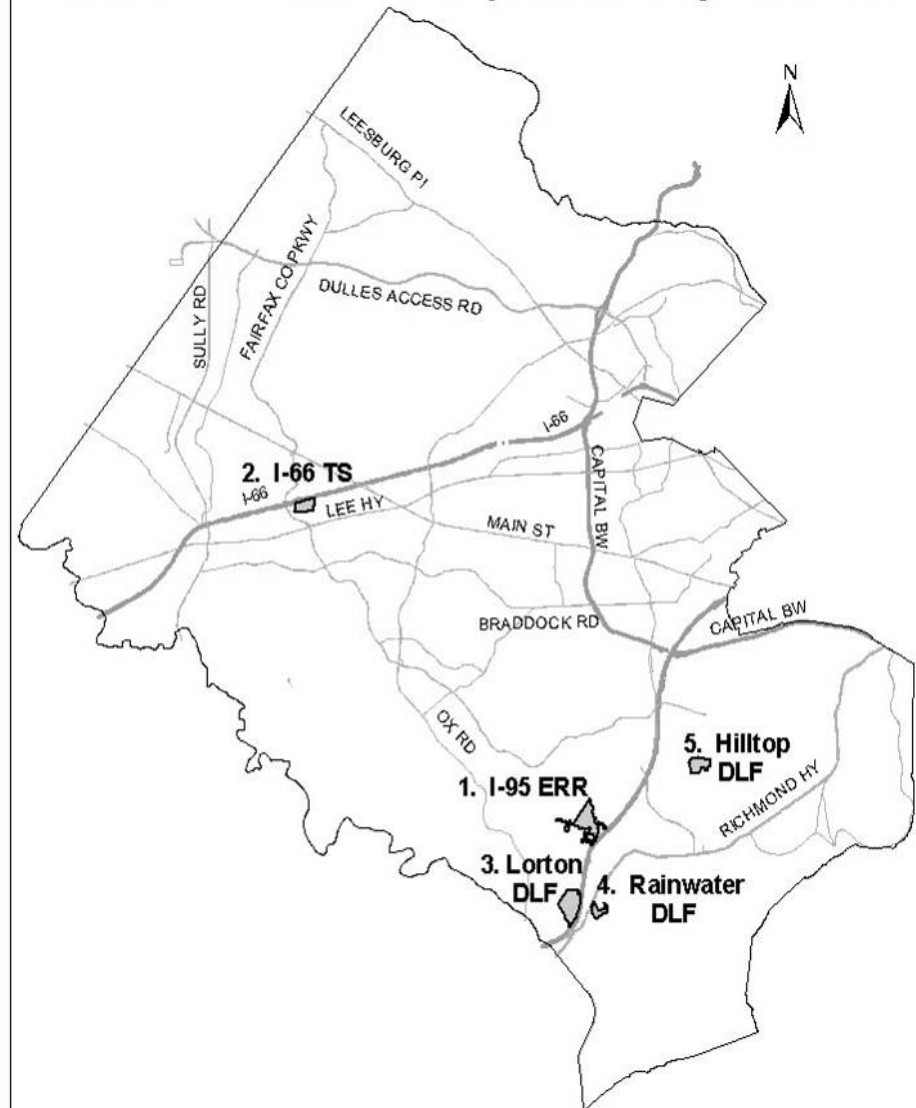


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Disposal Facilities

- Considerations
 - Current Landfills
 - Location
 - Capacity for disaster debris
 - Status
 - Impact on projected life of landfill

Exhibit "D" - Potential Disposal Facility Locations





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Volume Reduction

- Burning
- Grinding
- Baling Reduction
- Compatibility with adjacent land uses



- Procurement requirements & procedures
- Potential Contracts
 - Debris Removal
 - Recycling Collection
 - Construction & Restoration of Debris Management Sites
 - Management of Debris Management Sites
 - Monitoring Services



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Contract Types

- Time and Materials - FEMA eligibility typically limited to the first 70 work hours
- Unit Price - cost per CY or cost per Ton
- Lump Sum - one price for a **WELL** defined scope of work



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Monitoring Field Operations

- Suggest that only eligible debris be collected
- Measure/certify truck capacities
- Ensure trucks are not artificially loaded
- Meet permit requirements
- Monitor pickup, reduction, & disposal





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Load Tickets

- Complete & physically control load tickets
- Need to indicate location debris was picked up and *note* the last load from that particular site
- Need to indicate type of debris
 - i.e., Vegetative, Construction & Demolition (C&D), Mixed, etc.
- Do *not* issue tickets for ineligible debris such as piles of tires, automobile or truck frames, etc. that was not caused by the disaster
- Protect as if it were *your* checkbook as it represents a form of payment verification.

Load Ticket		Ticket No. 0012345	
Municipality (Applicant)		Prime Contractor	
		Sub-Contractor	
Truck Information			
Truck No		Capacity	
Truck Driver (print legibly)			
Loading Information			
Loading	Time	Date	Inspector/Monitor
Location (Address or Cross Streets)			
When Using GPS Coordinates use Decimal Degrees (N xx.xxxxx)			
N		W	
Unloading Information			
Debris Classification		Estimated %, CYs, or Actual Weight	
<input type="checkbox"/> Vegetation			
<input type="checkbox"/> C&D			
<input type="checkbox"/> White Goods			
<input type="checkbox"/> HHW			
<input type="checkbox"/> Other* See Below			
Unloading	Time	Date	Inspector/Monitor
DMS Name and Location			
*Other Debris Explanation		Original: Applicant	
		Copy 1: _____	
		Copy 2: _____	
		Copy 3: _____	



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Private Property Debris Removal

- Potential Types
 - Residential
 - Gated
 - Mobile Home Parks
 - Marinas
 - Commercial Property
- Applicable Codes
 - Health and Safety
 - Solid Waste
 - Building and Safety
- Pre-approved by FEMA - the exception not the rule
- Legal Procedures required to enter property
 - Property Owner Permission
 - Right-of-Entry
 - Hold Harmless
 - Indemnification
 - Executive Order
 - Court Order



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Demolition of Private Property

- FEMA Approval required for reimbursement
- Determine conditions/criteria under which local government can condemn, demolish structures
 - Immediate public health/safety threats
 - Public health and safety, building codes, fire codes



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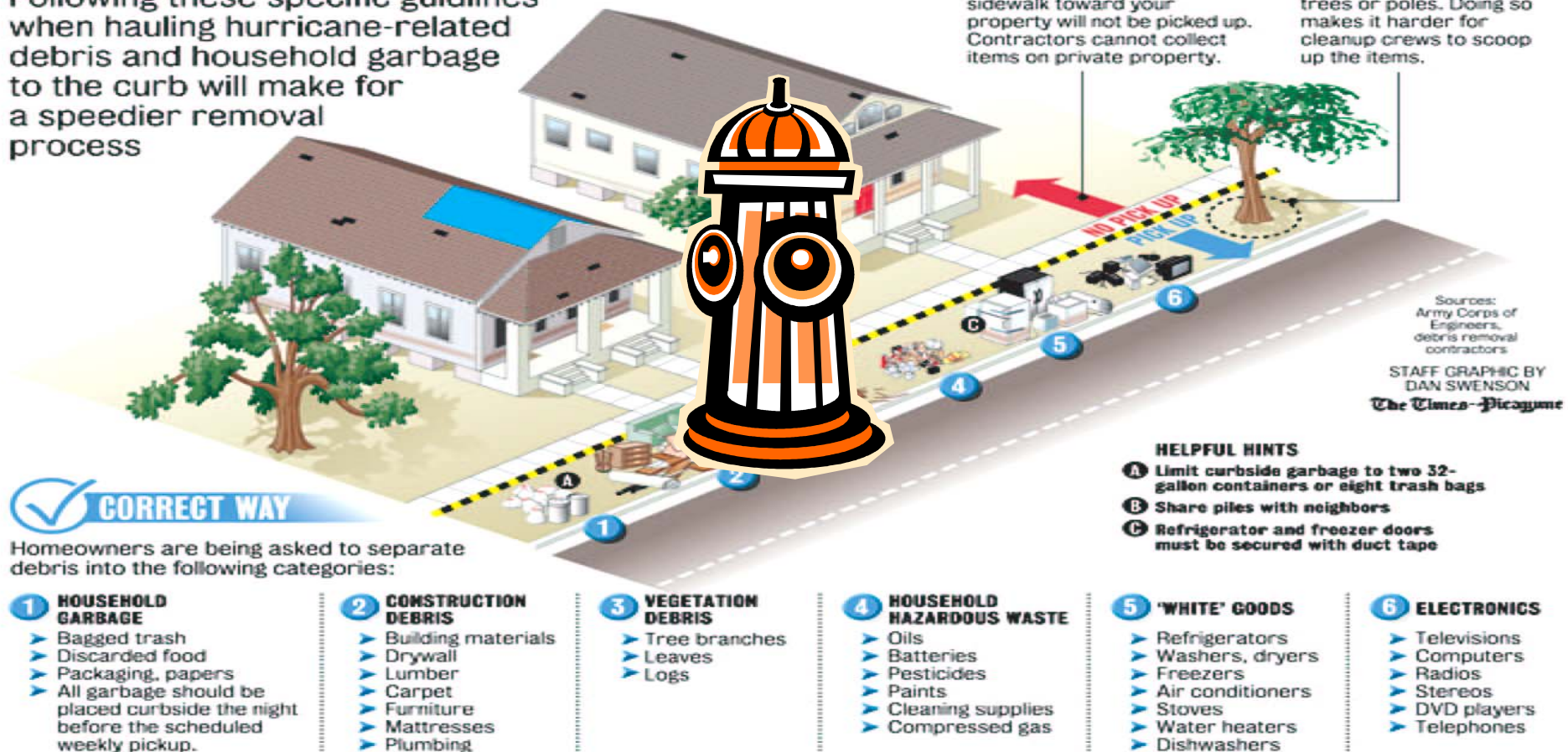
Public Information

- Placing debris curbside
- Segregation of materials
 - Household Hazardous Waste
 - White Goods
 - Vegetative
 - C & D
- Debris pick-up schedules
- Keeping debris piles away from fire hydrants

Curbside Pickup

PICKING UP THE PIECES

Following these specific guidelines when hauling hurricane-related debris and household garbage to the curb will make for a speedier removal process





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Health and Safety

- Establish minimum health & safety standards for all debris activities
 - Protect workers from exposure to HAZMAT
 - Identification of potential hazards at loading and reduction sites
 - Guidelines for the use of PPE
 - Applicant can use established County or City Health & Safety Policy

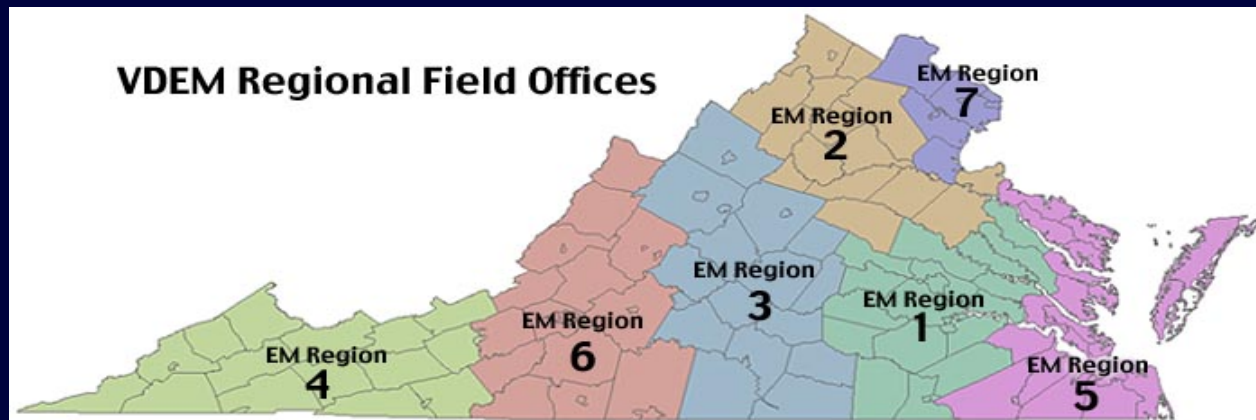


- Implementation Strategy
 - Dissemination of policy
 - Compliance monitoring
 - Corrective actions if standards are not met.



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Regional Debris Contracts/State Plan



- Request for Proposals being developed in coordination with VDOT and General Services
 - Debris Removal Services include Regional Estimates based on USACE model
 - Debris Monitoring Services
- Regional Framework
- Update of State Debris Management Annex



PA Pilot Program

- Approved by Congress with 2006 legislation
- Effective June 1, 2007 thru Dec.31, 2008
- Participation open to all state and local governments and federally recognized Indian Tribes
- Private non-profit (PNP) not eligible
- Program Procedures **apply only** to debris removal (Cat A) and Permanent Work (Cat C-G).
- Four separate procedures available under the Pilot Program.
 1. Grants Based on Estimates
 2. Increased Federal Share
 3. Debris Recycling
 4. Force Account Labor



FEMA 1. Grants Based on Estimates

- Categories A, C-G
- Large Projects \leq \$500K
- Paid based on estimate
- Payment of Federal Share as soon as practicable after approval
- Work must be completed
- Applicant can keep underruns
- No appeal process





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2. Increased Federal Share Incentive



- Five percent increase in Federal Share with:
 - FEMA-approved Debris Management Plan and
 - At least two pre-qualified debris removal contractors identified prior to a disaster.
- Applicable to Category A work



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3. Debris Recycling



- Applicant retains revenue from the salvage value of recyclable disaster debris.
- Applicable to Category A work



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4. Force Account Labor



- Reimburse the straight- or regular-time salaries and benefits of staff performing debris-related activities.
- Applicable to Category A work



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FEMA PA Pilot Program

Goals of the PA Pilot included in the legislation:

- Reduce costs to the Federal Government;
- Increase administrative flexibility; and
- Expedite the provision of assistance to States and local governments.

FEMA to report back to Congress by
Mar.31, 2009



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FEMA PA Pilot Program Increased Federal Share

- Debris Plan must be adopted by jurisdiction
- Submitted to FEMA for approval prior to or once disaster is declared
- FEMA approval is based on FEMA checklist
- Pre-qualification of contractors involves:
 - Identifying/evaluating contractors abilities to perform debris work
 - Compliance with applicants procurement requirements



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DEBRIS PLAN CHECKLIST

1. Does the plan outline the roles and responsibilities of the various functions identified (Public Works, Finance, and Solid Waste Departments, etc.)?
2. Does the plan address health and safety procedures in accordance with State/Local health and safety standards/requirements?
3. Does the plan identify procedures for acquiring required regulatory permits?
4. Does the plan address the basis for planning which include assumptions for various events and forecasting/modeling for debris volumes?
5. Does the plan include priorities for the clearance, collection, and disposal of debris?
6. Does the plan address recycling?
7. Is there a process for the collection and disposal of hazardous waste and/or white goods?



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DEBRIS PLAN CHECKLIST

8. Does the plan address debris monitoring of the pickup sites, Debris Management Sites (DMS) or Temporary Debris Storage and Reduction Sites (TDSR) and final disposal?
9. Does the plan identify DMS' or TDSRs' and potential landfills for final disposal to include operation and site management procedures and staffing?
10. Does the plan address the environmental requirements?
11. Does the plan address contracting/procurement procedures?
12. Does the plan address the authority and processes for private property debris removal?
13. Does the plan address the dissemination of information to the general public and media?
14. Does the applicant have a list of pre-qualified contractors?
15. Does the applicant have documentation demonstrating how the list was obtained?



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Additional Information

- www.fema.gov/government/grant/pa/index.shtm
 - Policy and Guidance
 - Debris Management "Debris Management Guide - FEMA 325"
 - Application Process
 - Roles and Responsibilities
 - Resources and Tools
 - Reference Topics
 - Facts and Statistics
- www.fema.gov/government/policy/papilot.shtm
 - Pilot Program Debris Checklist
 - Suggested Debris Plan Outline
 - Pilot Program Guidance
- VDEM web page
 - Template for Debris Management Plans
 - Samples of Approved VA Debris Management Plans
Chesapeake, Hanover, Fairfax Co, & Newport News



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CONCLUSION:

"Five minutes before the party is not the time to learn to dance!"

Snoopy

circa 1978